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ABSTRACT

A national feasibility study of multiple alternatives for the training of adult basic education teachers and administrators is described in this report. This report, the second of 4 documents, presents the current state of the art in adult basic education teacher training. This document contains results of a survey of State Directors of Adult Education; financial data about federally funded training efforts; survey of model teacher training programs; and a survey of Federal agencies with adult basic education funds. Each section is followed by discussion and preliminary recommendations. The appendices contain the survey questionnaires. (RS)

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Adult Basic Education National Teacher Training Study

conducted by
University of Missouri-Kansas City
Kansas City, Missouri 64110

State of the Art

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ADULT BASIC EDUCATION

NATIONAL TEACHER TRAINING

STUDY

PART II: STATE OF THE ART

University of Missouri - Kansas City

OEG-0-71-4556(323)

July 1972

The project reported herein was performed pursuant to a grant from the U. S. Office of Education, Department of Health, Education and Welfare. The opinions expressed herein, however, do not necessarily reflect the position or policy of the U. S. Office of Education, and no official endorsement by the U. S. Office of Education should be inferred.

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PROJECT DESCRIPTION

In October, 1971, the U. S. Office of Education contracted with the University of Missouri - Kansas City to conduct a comprehensive national feasibility study of multiple alternatives for the training of adult basic education teachers and administrators. Its major objectives were to determine the best practices currently in use, kinds of personnel trained, relative cost factors, and expressed needs in the field, as well as recommending a five-year plan as a management tool to guide the Office of Education in its future thinking, planning, and funding of adult basic education teacher training projects.

The study derived data from existing literature and previous studies, site visits, three nationwide surveys, and consultation with persons in the field. A National Advisory Council, comprised of adult educators representing diverse interests and backgrounds, provided initial direction and continuing support throughout the study.

Project activities included the following:

1. compilation of a comprehensive review of literature in the field of adult basic education teacher training

2. a mail survey of State Directors of Adult Education in the 50 states and U. S. trust territories

3. a mail survey of 160 teacher training programs throughout the country, as well as 25 Federal programs with ABE monies

4. a random sample survey of twenty-three adult basic education programs, conducted on-site, to determine training needs as perceived by local ABE administrators, teachers and students

5. site visits, meetings and personal interviews with adult educators concerned with teacher training.

Study results are reported in the following four documents, to be released on separate dates between June and September, 1972:

1. Review of Literature

2. State of the Art Report

3. Survey of Teacher Training Needs

4. Final Report and Recommendations

PROJECT STAFF

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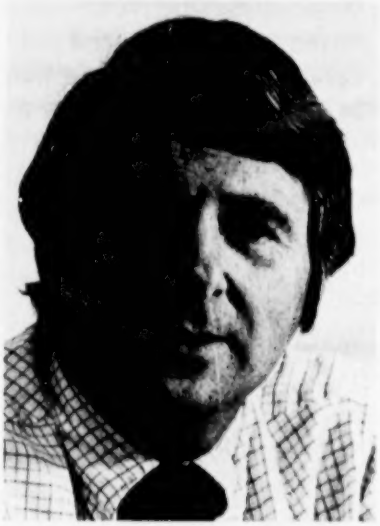

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INTRODUCTION

This is the second of four documents which will report results of the Feasibility Study of Multiple Alternatives for The Training of Adult Education Teachers and Administrators, under Title III of the Adult Education Act of 1966.[1]

The purpose of this report is to present, to the greatest possible extent, a comprehensive and accurate description of the current State of the Art in Adult Basic Education teacher training. Results are intended to be used as baseline data upon which recommendations concerning future funding patterns and model training approaches will be made.

Data present herein was gathered from a variety of sources, including State Departments of Education, USOE federal and regional offices, other federal agencies, and numerous public and private agencies and institutions. Three written surveys were conducted, supplemented by site visits, phone and personal contacts, and review of existing literature in the field.

The report is divided into four major sections, as follows:

1. Survey of State Directors of Adult Education - a written survey designed to provide information on individual states' teacher training efforts (FY 1971).

2. Federally Funded (USOE) Training Efforts - financial data (FY '71) provided largely by USOE federal and regional offices.

3. Survey of Model teacher training programs - a written questionnaire mailed to over 160 local, state and regional teacher training programs, designed to identify and describe effective training models and approaches.

4. Survey of federal agencies with ABE funds - the same questionnaire as in #3 was mailed to 25 federal agencies to determine the extent of their training efforts in the field.

Each section is followed by discussion and preliminary recommendations, which will be further elaborated in the final project report.

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[1]P.L. 91-230, Section 309. USOE Grant #OEG-0-71-4556(323)

SURVEY OF STATE DIRECTORS

DESCRIPTION

This study was conducted via a questionnaire which was sent to State Adult Education Directors. Information on three aspects of activity in the state ABE program was requested. The three aspects were: (1) Identification of outstanding model programs of ABE teacher training in the state, (2) teacher training efforts state-wide, (3) state money spent on teacher training. A fourth question was included, asking State Directors to indicate desired changes in the use of USOE 309 monies for teacher training.

In addition, extensive investigation was conducted upon the records of the Division of Adult Education (Bureau of Adult, Vocational and Technical Education, U. S. Office of Education) by the project staff and the project officers, to locate and present companion data of the type furnished by state directors on teacher training, but regarding programs directly financed by federal grants to institutions of higher education, etc., for the purpose of teacher training.

PURPOSE

The central purpose of this section of the study is to present the financial facts[2] insofar as they can be obtained, on the following:

1. Dollars spent on teacher training in ABE
   a. as reported by State Adult Education Directors.
   b. as reported by the Division of Adult Education of USOE.

[2]Financial data reported is from Fiscal Year 1971.

2. Numbers of teachers trained in ABE per year

   a. in regional, state and locally sponsored teacher training programs.

   b. in federally sponsored teacher training programs.

3. Cost per clock-hour of training according to the figures obtained in 1 and 2 above.

In addition to presenting the financial facts, the investigators were interested in finding out how record-keeping and reporting activity of the type described was and is being done at all levels. The relationship between the validity of a report of the type presented here and the accuracy of records on all levels is obvious.

SCOPE OF SURVEY

A total of 56 survey forms was sent to Adult Education Directors of the 50 states and 6 trust territories of the United States. (No survey was sent to Wake Islands because they have no ABE programs). As reported, the total number of ABE students represented by the survey was 624,115.[3]

RETURNS OF THE SURVEY

As of April 7, 1972, forty-seven (47) surveys were returned, indicating an 84% return. 100% returns were received from State Directors in Regions III, V, VI, VII, and X. The total adult student population represented by the completed returns from states was 579,499, or approximately 93% of all ABE students enrolled in FY 1971.

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[3]Data obtained from State Directors and Regional Program Officers, and verified by USOE, Adult Education Division.

METHOD AND CHRONOLOGY OF SURVEY RETRIEVAL

The project staff utilized existing channels of communication in the initial stages of surveying the states and territories. Information about USOE Adult Education Division's activity was obtained by project officers and project staff directly from records kept in Washington, D. C.

In the field, the State Directors' survey questionnaires were sent to the USOE Regional Program Officers across the nation. The RPO's were requested to disseminate the questionnaires to the State Adult Education Directors in their respective regions. State Directors were requested to return the completed questionnaire, either to the RPO or directly to the Kansas City staff headquarters.

Eight of the ten Regional Program Officers did disseminate the questionnaire to State Directors in their regions. Two Regional Program Officers indicated that it would be preferable for the surveys to be sent directly from project headquarters to State Directors in their regions.

Survey forms were sent from Kansas City to RPO's on November 1, 1971. The first deadline for completed returns from State Directors was November 22, 1971. Ten surveys were received (of the 56 sent) by that date. Regional Program Officers were immediately notified which states had and had not returned the survey in each region. As a result of informing the Regional Program Officers in this manner, twenty-three more completed surveys were obtained by January 10, 1972, increasing the percentage of returns to 59%.

At this point, the project staff found itself seven weeks past the deadline for completion of this phase of the Feasibility Study. A decision was made to write personal letters to State Adult Education Directors of states where responses had not been obtained. Eleven letters were sent and

two personal phone calls were made. As a result, thirteen more completed responses were obtained by February 1, 1972, making a total of 46 of 56 surveys, or an 82% return of The State and Territorial Survey. At this time, a final deadline was invoked and no more information was sought. Analysis of the data proceeded with 46 completed questionnaires, ten weeks after the original deadline has passed.

On April 7, 1972, an additional questionnaire was received. Since the student population represented by that state was considered to be a significant percentage of the total ABE student population for FY 1971, the 47th questionnaire was included in the data analysis.

After the analysis of data began, it became necessary for the project staff to verify certain information found on the questionnaires. Portions of all 47 surveys were sent back to State Directors for the purpose of verification. The method used was as follows: attention was called to the portion of the survey or the information on the survey which was being questioned by the project staff. Regarding the information, it was stated: "This is how the information you have sent is being interpreted for purposes of reporting. If the interpretation we have placed upon this data is satisfactory to you and correct, no reply is necessary. If the interpretation is incorrect, please send a correct interpretation of the information to the project staff immediately, and appropriate changes will be made in the data reported for your state". (Please note that on statistical tables included in this report, a distinction is made between information verified by State Directors, and information reported by them, but not subsequently verified.)

RESULTS OF THE SURVEY

With the exception of Question I[4], survey results are reported herein as responses to questions asked on the written questionnaire. The actual question is quoted in italics preceding the response.

Table 1 summarizes responses from 47 questionnaires on the following questions:

A. *How many teachers are involved in ABE in your state? (FY 1971)*

B. *How many teachers in your state received some kind of ABE Teacher Training? (FY 1971)*

To perserve the anonymity of the respondents, states have been identified by a code number. "Percent of Teachers Trained" is Column "B" divided by Column "A". (See page 6 for Table 1)

Overall, 23,241 teachers are involved in ABE as reported on the forty-seven returns from states and territories in this survey. Of that total, 18,584 were involved in or received some type of training during fiscal year 1971. Thus, states reporting indicate that an overall average of 80% of teachers in ABE received training in FY 1971. Fourteen states reported that 100% of teachers involved in ABE received some kind of training during FY 1971. At the other end of the scale, one state reported that 12% of its teachers received training. Eleven states reported that between 90 and 100 percent of their ABE teachers received training, and 5 states reported that between 80 and 90 percent of the teachers received training.

[4]Responses to Question I are reported in Section IV of this report, "Survey of Model Teacher Training Programs".

TABLE 1 NUMBER OF ABE TEACHERS TRAINED (FY '71)

STATE CODE	A NO. TEACHERS	B TEACHERS TRAINED	% OF TEACHERS TRAINED
1	1,176*	1,073*	91.3%
2	100*	30*	30%
3	700	700	100%
4	522*	380*	72.8%
5	1,647*	1,541*	93.8%
6	735	503	68.4%
7	172	75	43.6%
8	1,191*	1,191*	100%
9	100*	100*	100%
10	647*	647*	100%
11	225	225	100%
12	687*	523*	76.1%
13	138*	138*	100%
14	685*	685*	100%
15	420	380	90.5%
16	111	86	77.5%
17	619*	604*	97.6%
18	353*	276*	78.2%
19	100*	60*	60%
20	574	350	61%
21	45*	38*	84.4%
22	464*	300*	66.8%
23	400*	390*	97.5%
24	69*	69*	100%
25	475	225	47.4%
26	530	519	97.9%
27	108	103	95.4%
28	827	240-state 7-Nat'l 653-Local	100%
29	50	50	100%
30	400*	360*	90%
31	100*	88*	88%
32	200	160	80%
33	75*	41*	54.7%
34	68*	20*	29.4%
35	790	790	100%
36	250	30	12%
37	504	504*	100%
38	76*	68*	89.5%
39	551	551	100%
40	173*	173*	100%
41	954	913	95.7%
42	255*	235*	92.2%
43	970*	965*	99.5%
44	78*	50*	64.1%
45	254	175	68.9%
46	500 Full 2,500 Part	750	25%
47	673*	550*	81.7%
TOTAL	23,241	18,584	80%

*Figure accepted as reported by State Director, but not verified.

Thirty of the forty-seven reporting states had 80% or more of their teachers in some type of teacher training in fiscal year 1971. This is in contrast to the 13 percent of the states reporting 50% or fewer of the teachers involved in training. Thus, states report, in general, that a high percentage of teachers in ABE received training in fiscal year 1971, presumably in state teacher training programs.

C. Do you have special training for local (ABE) Administrators?

Thirty-nine states (83%) responded "yes", while 17% or eight states responded "no". Returns indicate, as is true for teachers, that a high percentage of local administrators in ABE are given training for this particular type of administrative responsibility.

Do you have special training for paraprofessionals (in ABE)?

Twenty-seven of the 47 responding directors responded "yes", (57%). This result indicates a somewhat lower percentage of training effort for paraprofessionals than for the teacher group and the administrator group, although it is not clear whether the 43% which do not provide training for paraprofessionals, use them in the ABE programs.

D. Would you characterize your teacher training as

In-Service 7

Pre-Service 0

Both 40

A high percentage (85%) of the responses to this item indicate that training is provided for both new and continuing teachers in ABE. A question which this response poses is whether the teachers receiving pre-service training are trained in the same programs and given the same experiences as those who are more experienced teachers.

E. On what basis is your teacher training conducted?

0 State-wide (only)

3 Regional (within your state) only

3 Local (only)

41 Combination of above

None of the 47 responding directors indicated that training was conducted on a state-wide basis only. Six percent (3) indicated that regional teacher training was the only way such training was conducted. Six percent (3) stated that local training was the only way such training was conducted. Eighty-eight percent (41 responses) indicated that some combination of the above made up the training effort for teachers in those forty-one states.

F. How many clock hours of teacher training were conducted in your state?

Table 2 shows the results of the project staff's attempt to find out how many clock-hours of instruction or teacher training clock-hours were conducted in each state. (See page 9)

TABLE 2 CLOCK HOURS OF TEACHER TRAINING BY STATE
(FY '71)

STATE CODE	CLOCK HOURS
1	15*
2	Unknown*
3	560
4	110
5	*20,448*
6	296
7	Unknown
8	*250*
9	*200*
10	*1,139*
11	152
12	Unknown*
13	*1,374*
14	Unknown*
15	Unknown*
16	108

STATE CODE	CLOCK HOURS
17	*258*
18	*4,000*
19	35*
20	180
21	15*
22	*267*
23	*2,500*
24	6*
25	20
26	840
27	Unknown*
28	200
29	48
30	*8,784*
31	40*
32	26

STATE CODE	CLOCK HOURS
33	24*
34	100*
35	2,27[illegible]
36	32
37	*8*
38	63.5*
39	44
40	*301*
41	6,475
42	Unknown*
43	*16,000*
44	50*
45	Unknown*
46	600
47	30*

*Figure accepted as reported by State Director, but not verified

Figure in Italics reported by State Director, unverified, which appears to be unreasonable or incorrect.

The use of "clock hours" as a measurement of instruction was preferred because it probably represents the only comparable figure from state to state. As an illustration, if one state reported that 500 teachers attended a workshop for one clock-hour of training, the report was to be stated as one clock-hour of training provided. It is a comparable figure to a state which had, for example, provided 25 teachers with one clock-hour of instruction, since the effort in the final analysis was to be able to arrive at a representative cost per clock-hour of instruction expended on teacher training activity.

Even with the above explanation, figures reported for "clock-hours" must be questioned. The number of hours reported appears to be extremely varied. For example, of the states which verified figures, one state reported a clock-hour figure of 6,475. Based on the number of teachers trained, this would mean that every teacher in that state in ABE received approximately seven hours of training during fiscal year 1971. Another state reported 15 clock hours of training. It also reported 1,073 teachers trained. Applying the same logic as above, the teachers in this illustration would have received .014 of a clock hour of instruction in teacher training. This hardly seems reasonable.

G. *What kind of credit/professional recognition is received by teachers as a result of teacher training activities in your state?*

State Certification Credit	18
College Credit	28
In-Service Credit	21
No Answer	5
Answer Not Appropriate	2

Summation of the figures indicates that some states give several types of academic credit or professional recognition for teacher participation in teacher training activities.

III A. Amount of money spent (FY '71) on teacher training?

Responses to this question are summarized in Table 3, Page 12.

Examination of Table 3 reveals a wide range of responses to this question by persons completing the survey form. There are several terms used which are difficult to interpret. "Unknown" and "Not Available" are the two terms which puzzle the reader most. Nineteen of the 47 completed surveys verified their figure when the project staff checked back on the accuracy of the original figure submitted. Figures submitted on eighteen questionnaires were not confirmed. These are presented along with the validated figures.

It must be stated that the figure requested above represented a key piece of information upon which this report was dependent. Inability of the project staff to obtain this rather fundamental information actually limits the degree to which this data can be used to reach conclusions in conjunction with information from other parts of the survey.

A total of $2,504,299.00 was reported on the completed surveys as having been spent on teacher training in fiscal year 1971. In light of the foregoing comments, and the lengths to which project staff had to go to obtain the data as reported, it must be stated in all candor that very little faith should be placed in the validity of this total figure.

TABLE 3 AMOUNT OF MONEY SPENT BY STATES (FY '71) ON TEACHER TRAINING

STATE CODE	AMOUNT SPENT
1	74,781*
2	Unknown*
3	90,000
4	25,000
5	180,000*
6	16,000
7	*Not Available*
8	17,175*
9	17,000*
10	113,058*
11	20,000
12	*7,928*
13	23,287*
14	61,650*
15	18,000
16	10,850

STATE CODE	AMOUNT SPENT
17	99,000*
18	20,000*
19	1,000*
20	7,123
21	1,000*
22	*785,866*
23	*Not Available*
24	3,122*
25	8,000
26	245,000
27	4,033
28	24,475
29	12,000
30	40,000*
31	6,000*
32	11,340

STATE CODE	AMOUNT SPENT
33	*Not Available* *
34	*Not Available**
35	5,000
36	300
37	35,321
38	21,000*
39	17,600
40	*27,000*
41	242,000
42	*Not Available*
43	44,390*
44	2,500*
45	*Not Available*
46	150,000
47	22,500*

TOTAL $2,504,299.00

*Figure accepted as reported by State Director, but not verified.

Figure in Italics reported by State Director, unverified, which appears to be unreasonable or incorrect.

III B. What amount of money do you anticipate will be spent on teacher training in FY 1972?

Responses to this question, when totaled, yielded a cumulative figure of $2,441,312.00. Responses included figures from 41 states. Five surveys had no dollar figure included and one state reported "none". Thirty-eight State Directors indicated that they thought that, generally speaking, more money would be spent in the next five years for teacher training than is now being spent; one State Director said that less will probably be spent; and eight State Directors thought that the same amount as is now being spent on teacher training will continue over the next five years.

IV Would you like to see any changes in the policy for spending 309 teacher training monies by USOE?

42 *Yes*

1 *No*

4 *No Answer*

A total of 42, or 89% of the State Directors indicated that they would like to see some type of change made in the spending of 309 funds. When asked to describe desired changes, approximately 50% of the total forty seven (23 respondents) were in favor of the recent decision to regionalize funds, along with two additional Directors who preferred to withold comment until the results of regionalization efforts could be evaluated. Twelve respondents indicated that they wanted teacher training monies distributed directly to states, in order to meet statewide needs. In light of the purpose of the regional staff development effort, which is to redistribute funds so that local training needs are best met, all of the above responses could be interpreted

as essentially being in agreement. This would indicate, then, that approximately 79% of all State Directors are in support of coordinated regional and state efforts which should result in more and better training on the local level.

Two Directors suggested that funds be granted to a college or university in each state, which would then be responsible for teacher training throughout the state. Four of the suggestions (8.5%) dealt with minor changes, or changes unrelated to the type of responses previously described. The remaining four Directors (8.5%) who answered "No" to the first part of the question, recommended no changes at all.

FEDERALLY FUNDED TEACHER TRAINING EFFORTS

FINANCIAL DATA

DESCRIPTION

The purpose of this part of the survey of the financing of teacher training in Adult Basic Education was to attempt to assess, in a way similar to the method employed in the State Directors report, the efforts of the federal government in the direct financing of teacher training activity. A review was conducted, both of the Division of Adult Education Programs and of twenty-five (25) other agencies of the federal government involved in some way in Adult Basic Education.

Several specific aspects of the Federal Government's direct efforts in teacher training were investigated:

1. The extent to which growth in funding for teacher training under Section 309(c) of the Adult Education Act has taken place in the first five years of its existence (1966 - 1970).
2. The number of teachers involved in training activities sponsored by Federal Institutes during the same period of time.

It was felt that if the above information were obtained, a definitive composite report could be presented which, in combination with the State Directors' Survey, would portray the total national effort in teacher training in Adult Basic Education. In addition, comparisons could be made concerning federal and state efforts in this field, specifically relating to comparative costs and numbers of teachers reached by such training efforts.

PROCEDURES:

A. The steps taken to obtain the information from the Adult Education Division of USOE presented in this report are outlined below.

1. In February 1972, Mr. James Parker, Project Officer for the UMKC Study was contacted and requested to furnish information of the type generally described above.

2. Mr. Parker's efforts to summarize the information which was available in the Washington offices of the Adult Education Division took approximately one month. Although Mr. Parker sought and obtained the cooperation of all personnel in the Adult Education Division, much of the data sought was not available. (A more detailed explanation of the difficulties encountered will be presented in the discussion section.)

3. Because of the lack of information on programs conducted in 1966 and 1967, a review of programs for 1968, 1969, and 1970 was made by Mr. Parker. An attempt was made, for programs conducted during those years, to determine the amount of matching money and the number of clock hours of instruction offered in each program. This analysis proved to be impossible because the necessary data was not accessible.

4. Next, a review of the reports submitted by the Region VI (SREB) Consortium for 1968, 1969, and 1970 was attempted. Study of these reports indicated that the information on matching monies and clock hours of instruction was not available in the

final reports. The Regional Program Officer of Region VI was contacted in order to verify the number of teachers trained in 1968. The figure given by this official did not match the figure given by the Adult Education Division of USOE, although the amount of money which had been reported by both agencies was the same. Also, the total given by the Regional Program Officer on the number of teachers trained for that year was higher than that reported by the Adult Education Division.

5. The USOE Project Officer for the Region VI (SREB) Consortium was contacted to verify the figures presented by the Adult Education Division of USOE on the number of teachers trained and the amount funded for the years 1969 and 1970. The result of this investigation indicated that the figures on the number of persons trained and the amounts of money reported were in agreement between the two agencies for 1969. However, figures presented by both agencies could not be reconciled for 1970. This seems justifiable, because in 1970, the SREB Consortium was funded jointly for Teacher Training and for Demonstration Projects in the region. However, the Adult Education Division's figures appeared to be arrived at arbitrarily; that is, no one who was contacted could state, with certainty, who prepared the figures as published or how the published figures were calculated.

B. The procedures employed to obtain the information presented in this report from federal agencies (other than the Adult Education Division) which have Adult Basic Education funds are outlined below.

1. On February 7, 1972, a questionnaire was sent to twenty-five (25) government agencies having ABE funds. (For list of agencies contacted, see Appendix I).

2. Between February 7 and April 11, 1972, eighteen (18) of the twenty-five (25) agencies had returned the questionnaire.

3. Of the surveys not returned, three inquiries dealt with Indian programs in the Bureau of Indian Affairs (BIA) and the Office of Economic Opportunity (OEO). Other surveys not returned included inquiries about three programs in the Department of Labor (Operation Mainstream, Work Incentive Program, On-the-Job Training) and one other was not returned from OEO Migrant Division.

RESULTS

One of the most significant results of this study, which has been previously mentioned, is that it identifies areas where information sought cannot be obtained, or, if obtained, cannot be accepted at face value due to numerous discrepancies in records and reports. The following data tables and narrative should be interpreted in this light, since their greatest value probably lies not in their content, but in the very fact that they provide documental evidence of the incomplete and inadequate information available on teacher training in ABE.

A. ADULT EDUCATION TEACHER TRAINING ACTIVITIES SPONSORED BY USOE UNDER 309(c) GRANTS.

TABLE I

Federally Funded Teacher Training Institutes*
Adult Basic Education
1966 - 1970

Year	Number of Teacher Training Institutes Conducted	USOE Funds	Number of People Trained	Per-Participant Expenditure
1966	9	$1,055,000	982	$1,074
1967	19	$1,400,000	1230	$1,138
1968	22	$1,600,000	2075	$ 771
1969	22	$2,000,000	3253	$ 615
1970	19	$1,981,000	1347	$1,471
Total	91	$8,036,000	8887**	$ 904 (average)

*All figures provided by U. S. Office of Education

**This total includes an unknown number of people who may have been counted twice, if they attended more than one Institute, either during the same year or over a period of years.

Table I, summarized by year and the number of grants to institutions during that year for teacher training activity, indicates that 91 such training activities have been recorded, costing over 8 million dollars. Training costs have fluctuated widely, from a low per-participant cost in 1968 of $771.00 to a high of $1,471.00 in 1970. The table, however, does not

portray such variables as "length of training" or "level of training" which could have had an effect on the observed cost fluctuations from year-to-year. Another important variable not accounted for in this Table is the individual institutional overhead cost factor charged against the training programs as summarized. Additionally, the "quality of training" is totally unaccounted for, making it impossible to determine anything about the costs of "good" training methods and programs as compared with less effective training mechanisms.

Table II (below) shows a summary of the regionally funded ABE activity in teacher training, beginning with the first year of the regional funding pattern (1968).

TABLE II

Federally Funded Teacher Training Institutes*
Adult Basic Education
1968 - 1970

Regional Programs

Year	Program	USOE Funds	Number of People Trained	Per-Participant Expenditure
1968	Region VI**	$104,000	433	$240
1969	SREB***	$352,000	600	$581
1970	SREB	$200,000	300	$667
Total		$656,000	1333	$492 (average)

*All figures provided by U. S. Office of Education

**In 1968 this Region included Iowa, Kansas, Minnesota, Missouri, Nebraska North Dakota, South Dakota

***Southern Regional Education Board

The results of this compilation indicate that there is a similarly wide variation in the per-participant expenditure from year-to-year, as was true for the data presented in Table I. It should be noted that there is no indication in the data presented as to why the rather large discrepancy noted in the per-participant average cost between Federal (Table I) and Regional (Table II) Teacher Training activities exists. (See Figure I, Page 23 for comparative costs.) The Federal programs (Table I) appear to cost approximately twice as much to conduct as do the same types of activities conducted under regional responsibility. As was stated earlier, the large difference in cost may be the result of variables not accounted for in the reporting system, i.e., length of training, level of training, institutional overhead costs, etc.

B. OTHER FEDERAL PROGRAMS WITH ABE FUNDS

Twenty-five (25) questionnaires were sent to Federal government programs of which a part of the total program funds were to be used for Adult Basic Education (See Appendix I for complete list of agencies surveyed).

The first question on this survey form was: "Do you or have you done teacher training as part of your program?" Of the 25 survey forms sent, 18 were returned -- a seventy-two percent return. Thirteen of the eighteen (72%) returns indicated that no teacher training was done as part of the program. Five program directors indicated, by completing the questionnaire, that funds were used for teacher training in the programs about which they were reporting.[5] With regard to the programs themselves, in all cases published

[5]Complete survey results and data analysis are included in Section IV-C of this report, "Survey of Model Teacher Training Programs (Federal)".

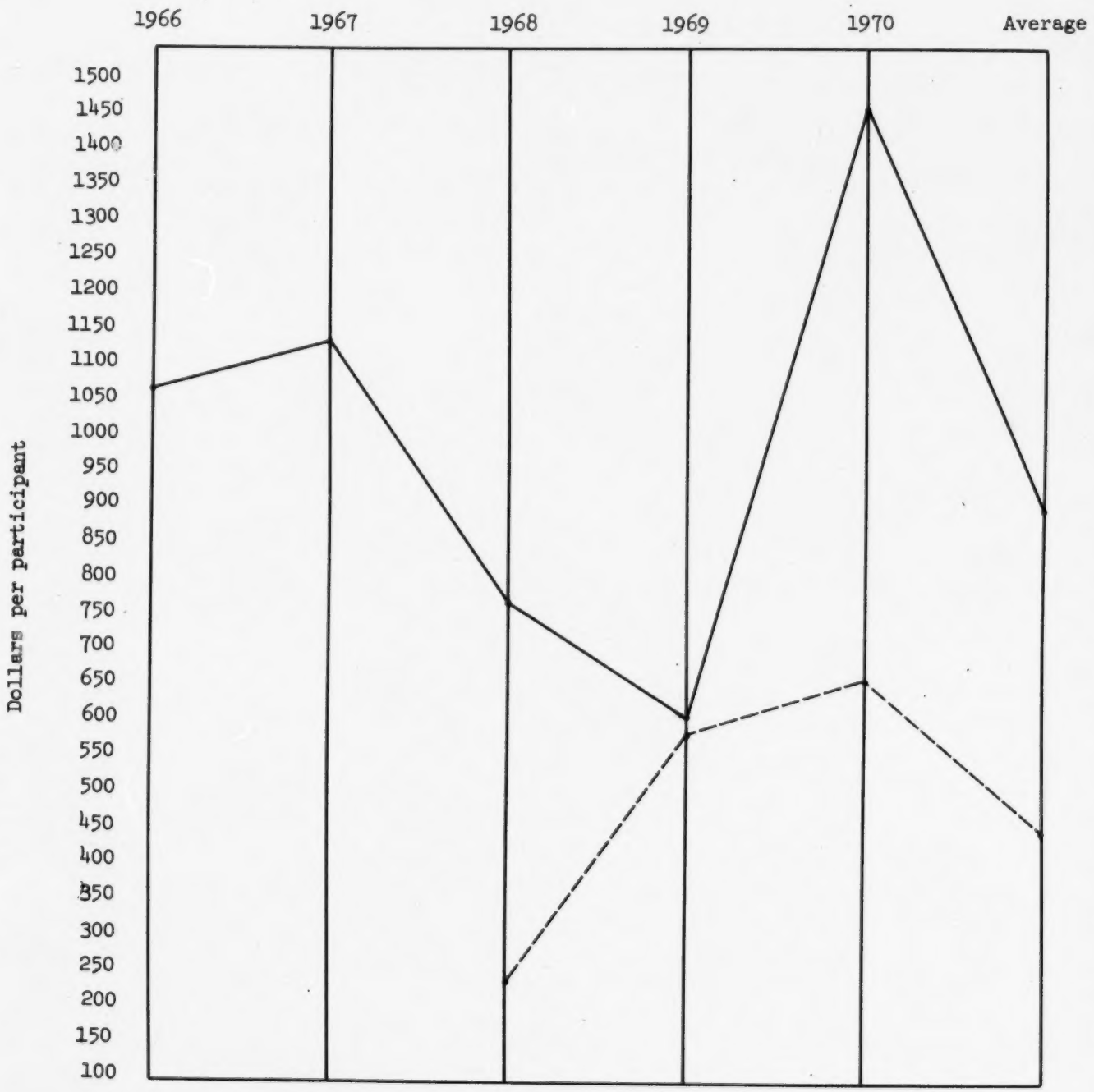
literature explaining the program was recieved, but analysis of this material yielded no financial data which could be used in this study.

Therefore, it can be stated that, outside of the Adult Education Division of the U. S. Office of Education and other Federal branches, a handful of agencies (perhaps five) do include in their Adult Basic Education program some teacher training activity. However, the specific financial facts regarding type, cost and quality of such teacher training remain unknown,

Figure I

PER-PARTICIPANT COMPARATIVE COSTS
OF TEACHER TRAINING ACTIVITIES, 1966-1970

(REFER TO DATA PRESENTED IN TABLES I AND II)



———— All ABE Teacher Training Institutes Funded by USOE
- - - - - Regionally Funded Institute (First regional institute funded in 1968)

DISCUSSION AND RECOMMENDATIONS

OVERVIEW

As has been described, an attempt was made by the project staff to assemble from the field a comprehensive portrayal of the financial underpinnings of the national effort to upgrade the quality of instruction in Adult Basic Education classes in the United States and its territories.

This effort is probably not the first one made in this regard,[6] but, in the initial stages, the intention was to conduct this survey in a manner which would have yielded a more reliable current and comprehensive picture than had previously been produced. Hopes and expectations were high in the beginning phases of the project that this would be possible.

It must be concluded here that in both process and product the effort has not been wholly successful. Parts of the foregoing analysis may be illuminating. Some parts are probably not accurate. Some of the most significant data was not forthcoming and therefore, was not included.

Before discussing major problems encountered, which in process inhibited the successful completion of this study, it may be useful at this point to consider some of the historical and traditional factors bearing on the present circumstances in the field of Adult Basic Education.

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[6] A recent study of ABE Staff Training was conducted by the Adult Education Association of the U.S.A. Results are reported in ABE Staff Training: A New Conceptual Model for Adult Basic Education Staff Training with Application to Corrections, New Careers and Migrant Education. Hoffman, Hy and Jules Pagano. October 1971.

One factor to be borne in mind is that the heavy infusion of federal monies in Adult Basic Education began only in the relatively recent past when compared with other federal programs of aid to education. Furthermore, the money was fed into a network often considered to be "outside" the framework of the public elementary and secondary school system. The importance of this fact cannot be overemphasized. Most teachers and administrators now working in Adult Basic Education were not originally prepared for this type of work with adults. Since the advent of the federal legislation which had the effect of creating new career opportunities and programs in ABE, the field of ABE has been struggling to develop its identity as a valid career choice among the others within the field of education. This has been happening at the same time that new programs, experimental programs and new organizational and administrative arrangements have been taking place in various states and specific locations all over the country. The element of experimentation coupled with the rapid growth factor have multiplied the difficulties involved in record-keeping, particularly from the financial point of view. Many individuals who for years may have administered programs of relatively minor importance and rather simple structure, now are faced with the task of administering programs of great importance from the fiscal standpoint and also of considerable complexity from the organizational standpoint. The result appears to be that the older, more simple methods of administration, record keeping and evaluation have been employed in new and more complex contexts, with the result that studies of the type reported here yield a wilderness of confusion and dubious statistics. While it is probably no one's fault, experience gained in this project would tend to suggest that it is currently impossible to conduct even a reasonably accurate study of

the type attempted by the staff as a part of this research effort.

The above has implications, of course, which are easy to point out with reference to the general effectiveness of other dimensions of the efforts to upgrade the quality of ABE programs. No meaningful start can be made concerning better methods of training teachers if the costs of the present methods cannot be determined accurately. As the situation currently exists in the ABE field, it is probably impossible to present a meaningful analysis of the factors in teacher training programs which are related to effectiveness and then attach dollar estimates to those factors. In other words, no one is in a position to indicate which elements in a teacher-training program yield the highest per-dollar return if quality of instruction in the classroom is the criterion. Furthermore, no one is in a position to examine a proposed plan for a teacher-training program in ABE, and by examining the elements (administration, activities), make a reasonable estimate of what it should cost to carry it out. What is needed, then, is a criterion for and systematic manner of cutting budgeted items from a proposed teacher-training activity which are known to be costly and which yield little in terms of teaching effectiveness. Without this kind of information, little progress can be expected, and the field will go on repeating errors of the past with little hope of progressing beyond its current level of sophistication.

Finally, there is something to be said concerning "attitutes" about this type of investigation encountered when in the process of gathering data. No information was requested by the investigators in this study which was not a matter of public record. Yet there was a generalized reluctance on the part of people contacted to cooperate. One was tempted to develop th

opinion that often "hidden agendas" lie behind the figures reported. In some instances administrators frankly told the investigators that what was being asked of them required "too much work", or "that data is not available in this office"; even though in some instances the data was obtained elsewhere, reported from the office which had denied its existence. This is indeed curious behavior from persons whose task is administrative. In some respects, this may be the single most serious deterrent to progress in the ABE field. Suffice it to state here that this attitude of negativism is widespread and dangerous in ABE. Until a more general inclination toward "openness" develops among public officials and public administrators, and until there is a willingness to participate in efforts to develop rational and objective criteria for judging outcomes in teacher-training in ABE, it is probable that little substantive progress will be made.

SPECIFIC PROBLEMS

1. Record Keeping

It is apparent from this study that uniform and reliable records of teacher-training activities--their content, administration, funding and evaluation--are not kept, or are generally unavailable in sufficient detail through existing channels. This is true at the local, state, regional and federal level. When one considers that all such activity is, in one way or another, conducted at public expense, and that officials in positions of authority are at least technically, if not in most cases legally, accountable, it strongly suggests that these officials, at all levels, should begin to institute procedures which will result in the acquisition, compilation and summarization of accurate information on such activities.

There are several facets of the general problem of records and record keeping which have emerged as a result of this study. One facet is the lack of agreement among the several levels of agencies--local, state, regional and national--as to the meaning of some of the terms used in teacher training.

For lack of something easier to understand, the staff chose to use a phrase, "The amount of money spent on teacher training" on the State Directors' survey. When the staff began receiving these questionnaires from State Directors, it was found that figures were greatly inflated in most instances. The same observation was made with regard to "clock hours" of instruction in teacher training. It is felt that "clock hours of instruction" in a teacher-training activity is somewhat difficult to understand because it is often confused with the term "contact hours", which is a different concept. However, confusion and misunderstanding on these two basic terms is symbolic of the difficulty encountered in this study.

Another facet of the record-keeping or record finding problems is that, in many instances where questionnaires were returned by State Directors, some of the questions were unanswered. An example of this type of question was "How much money was spent on teacher training last year?" It may be that such information was not available, or that for some reason individuals did not want to submit the information.

Time lag proved to be a hindrance to the orderly collection of information. Seven weeks, interspersed with frequent pleas for cooperation from all parties, proved to be necessary to gather information from 84% of the states on the State Directors' survey. Based on other experience, it has been found that under present conditions it takes approximately one (1)

year to assemble and summarize information on teacher training activities in some states.

At the federal level, record keeping and record finding presents a different type of problem. Guidelines require that both proposals and amendments to funded proposals be submitted to the Adult Education Division in Washington, D. C., when a teacher training activity is funded directly by the agency. In addition, final project reports, including final financial reporting, are required within a specified period. In fact, the records are at one time or another available to USOE for analysis of all its projects. The breakdown comes, however, in locating and summarizing these reports. Since so many project officers and field directors are involved, keeping track of the whereabouts of all reports is a problem. In addition, no one seems to be specifically responsible for maintaining the reports of these activities.

Since there are so many activities going on at the same time throughout the year, the sheer volume of material submitted makes it impossible to keep in-office files for any period of time. Therefore, after a somewhat arbitrary period of time (somewhere between 2 and 5 years) old reports are sent to the "Federal Warehouse" where they are kept indefinitely. Once these valuable records are removed from the USOE offices, it is virtually impossible to get them back. Apparently there is no systematic storage procedure at the Federal Warehouse, and the task of locating a specific document there would be nearly impossible for anyone who needed it. As far as can be determined, all reports ever submitted to the Adult Education Division since its beginning, and until the recent past, have been sent to the Warehouse, and the

information in them could possibly be recovered. But it is unlikely that this will be done, because at present there is neither the time nor inclination to reconstruct this material on a year-by-year basis from the files.

2. Verification of Information

Since the responsibilities for teacher training are so broadly and loosely defined by law, the checking of the accuracy of information is difficult, if not impossible. Overlapping layers of governmental jurisdiction, each with its own set of requirements and self-interests, influence project directors and local program directors in ABE to report to them the figures each wants to see. At some levels the number of participants involved is important and lends prestige to the preparer of the required report. Therefore, in these instances, reports contain inflated participation figures in teacher training activity. In other situations the particular qualifications characteristic of the participants, rather than the numbers involved, constitute an important element, and therefore, this numerical data is highlighted in the report of the activity.

The most maddening kind of frustration is the situation in which two conflicting pieces of data are brought to light, and no one can be found who will take the responsibility for determining which set of data is the correct one.

The reader can rest assured that it is virtually impossible to verify any financial or statistical information obtained from a study of teacher training in ABE. What this amounts to in the final analysis, and as it pertains to the validity of this study, is that most reports and statistical

summaries are worth the paper they are written on and that is about all. There is no system of validation of figures reported and there is no checking on the accuracy of figures reported. If someone were apprehended in the act of submitting false information, either knowingly or unknowingly, it is not clear that there would be any penalty attached, except perhaps that the individual would not be entrusted with such a task in the future.

The suggestion is made here that individuals do submit inaccurate information, year after year, and that they are not motivated to reform their practices under current conditions in the field of ABE.

The authors of this report take the position that, as responsible individuals who are practicing their profession and discharging their duties at the expense of the taxpayer, there is absolutely no room for the continued permissive and lax practices of public officials to continue as this report indicates that they have. Furthermore, some kind of strict mechanism for checking, both after the fact, such as the data in final reports, and on-site inspection should be instituted by every responsible state and federal officer.

The most disturbing factor in this study, perhaps, is that the situation is very close to being out of hand. People are trying to fool each other by manipulating figures on paper, and the ABE student and the general public are the losers in this pointless contest.

Recommendations[7]

Simply stated, the problems brought to light thus far in the study reduce themselves to two:

1. A system must be developed which provides for "counting the dollars spent for what" in teacher training for ABE.
2. A system is needed to accurately "count people" who participate in the training activities.

Behind these two relatively simple requirements, however, lies a good deal of complexity; and a large amount of work must be done in order for these problems to be solved. The recommendations presented here are directed toward the solution of these two problems.

1. The responsibility for allocation of funds, planning of teacher training activities, supervising teacher training activities and record keeping including financial facts, personnel, program content and evaluation, should rest with the various Regional Staff Development Centers (Consortiums).

2. These Regional Staff Development Centers should have responsibility for keeping track of the number of teachers trained using the funds allocated in the particular region for that purpose. This information should reflect the regional teacher training activities separately from the state and local efforts. The records should be clear and unencumbered by qualifications as to their correct interpretation or meaning.

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[7]These are to be considered only as preliminary recommendations, based on this phase of the study. Extensive recommendations will be made in the final project report (September, 1972).

3. Regional Staff Development Centers should also record what type of training is being done, i.e. pre-service or in-service, and the content of the training programs. This evaluation function, if correctly carried out, would help the Center via the feedback mechanism to more effectively plan on a yearly basis to meet the needs with reference to type and content of training.

4. The Regional Center should be able to tell how many times a particular teacher receives training and how many clock hours of training each teacher receives. Use of computers and some type of enrollment system via central data processing would considerably simplify this task.

5. Likewise, the recording system should be able to account for the total number of clock hours of instruction (as contrasted with the more commonly used figure of "contact hours") per training program.

6. The total direct cost and total amount of cost sharing should be recorded for each training activity, and these figures should be kept for regional, state and local teacher training programs.

With this basic quantitative information, regional planners will be able to determine the following:

1. How many new teachers receive some kind of training before entering the classroom.
2. How many teachers and how often do teachers receive in-service training.
3. The cost of training on either a per-participant or per clock-hour basis.

4. What effect time has on the cost of training. That is, is the cost per clock-hour the same the second week or third week as it is for the first week, in a three (3) week training program.
5. The comparative cost of training from the regional to the local level.

In order to facilitate record-keeping of the type recommended in this report, sample reporting forms have been developed for reporting training activities on the federal, regional, and state level. (See Appendix II). They are intended to illustrate the type of data needed for future studies of this aspect of teacher training in ABE. As can be observed by inspection of data forms, they are easily adaptible to computer formats.

SURVEY OF MODEL TEACHER TRAINING PROGRAMS

DESCRIPTION

The following review and analysis of data reported on outstanding model programs of ABE Teacher Training in the several states is intended to contribute insights concerning the present "State of the Art" in the field. It represents a second phase of the survey of State Directors of Adult Education (reported previously) regarding exemplary programs, state-wide teacher training activities and associated costs. State Directors, who were assumed to be most strategically placed to have the necessary familiarity with existing activities, were asked to identify three model programs in their respective states. Other programs included in the population were those funded with 309(c) monies and several identified by members of the National Advisory Council of the study.

Local directors of these programs were then sent questionnaires soliciting data pertaining to program description, goals and objectives, trainee information, administration and structure, staff, special features, costs and program evaluation. In addition, several site visits were made by members of the project staff to confirm data reported and to secure additional information.

Also, surveys were sent to 25 federal agencies which have national programs in adult education. These will be considered apart from local training activities.

PURPOSE

The purpose of this section of the study is to search for characteristics common in programs identified as exemplary, which might provide insights useful for planning and developing other program models. It was assumed that programs deemed successful would have such distinguishable characteristics and that these could be discovered via a survey.

SCOPE OF THE SURVEY

A total of 161 surveys were sent to local training directors in 45 states, the District of Columbia and Puerto Rico. Three states in Region I, two states in Region VIII, the Virgin Islands and other U. S. Trust Territories were not surveyed because no programs were identified. Twenty-five surveys were sent to federal agencies in Washington, D. C. with adult education interests.

RETURNS OF THE SURVEY

Data was collected from February through May, 1972, with 91 survey forms returned from local programs, of which 60 were usable, 22 unanswered[8] and 9 not answered sufficiently for analysis. The total response figure represents 57 percent with 37 percent usuable for purposes of the study. From the 25 surveys sent to federal agencies with ABE programs, 18 responded but only five indicated that they used a portion of their funds for ABE teacher training activity, for a 20 percent usable return figure.

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[8]Although these were originally identified as teacher training programs, the respondents indicated that no teacher training is actually conducted by them, leading to the assumption that an outstanding ABE program, rather than teacher training activity, was identified.

METHODOLOGY FOR DATA COLLECTION AND ANALYSIS

The survey instrument was designed by the project staff to solicit data about characteristics necessary to the planning and implementation of successful teacher training programs. Thirty-four questions, both structured and open-ended, were asked concerning program description, stated goals and objectives, background and recruitment of trainees, program administration and structure, training staff, special or innovative features, cost factors and program evaluation. Respondents were invited to provide multiple responses to certain questions where applicable.

Questionnaires were mailed beginning in January, 1972, and all responses listed in this report were received prior to May 31, 1972. No systematic effort was made to follow-up on responses nor to verify data reported other than with documents which were returned with the surveys and five subsequent site visits made by a project staff member.

The following analysis deals with raw data and percentages, and no attempt is made to provide statistical significance. Percentage figures are based upon the total number of responses to each question and not on the number of usable survey instruments returned. Statements made are only descriptive in nature and not intended for generalization.

Only selected questions are analyzed here from the total number asked because of pertinence and as a function of the manner in which questions were interpreted and answered by respondents. Also, it was necessary to interpret qualitative statements in regard to goals and objectives and program evaluations in order to present a composite view of the responses.

The first section deals with local, state, or regional training programs, and the final section with federal national programs.

SURVEY OF LOCAL, STATE AND REGIONAL PROGRAMS

The surveys were first analyzed for program content or focus of subject matter, and seven categories were established. These were: 1) the philosophy and principles of adult basic education; 2) ethnic and/or cultural awareness; 3) principles of adult learning; 4) teaching methods, techniques and materials; 5) program administration; 6) certification requirements; and 7) program development and/or planning.

Most respondents indicated multiple areas of focus and each was taken into account in the analysis. Forty-seven percent reported the inclusion of the philosophy and principles of ABE as a part of the program content. Other content emphases were scattered among the other six categories with 19 percent directed toward teaching methods, techniques and materials and 11 percent toward principles of adult learning. The following table summarizes responses by categories.

TABLE I PROGRAM FOCUS AND CONTENT

1.	Philosophy/Principles of ABE	47%
2.	Teaching Methods, Techniques, Materials	19%
3.	Principles of Adult Learning	11%
4.	Ethnic/Cultural Awareness	8%
5.	Program Administration	6%
6.	Certification Requirements	6%
7.	Program Planning and Evaluation	3%
		100%

Program Type

The majority of programs reporting were local in-service programs (54 percent) while 39 percent were local pre-service. Seven 309(c) funded institutes were listed, three local workshops, one state workshop and one program of individualized instruction. (Table II)

TABLE II TYPE

1.	Local In-service	54%
2.	Local Pre-service	39%
3.	Institute (309)	4%
4.	Local Workshops	1%
5.	State Workshops	1%
6.	Individual Instruction	1%
		100%

Participants

The participant population, identified by 51 of the 60 reporting programs, was composed primarily of teachers. Fifty-three percent were experienced ABE teachers and 23 percent new teachers. Programs for ABE administrators comprised 12 percent of the total and another 12 percent were directed toward the paraprofessional. Two programs were directed toward the training of volunteers. Thirteen programs indicated mixing the participant group among two or more types. No reporting programs indicated participants who were personnel of state departments of education. (Table III)

TABLE III PARTICIPANTS

1.	Experienced teacher	53%
2.	New teacher	22%
3.	Program administrator	12%
4.	Paraprofessional	12%
5.	Volunteer	1%
6.	State department personnel	0%
		100%

Structure (Attendance)

Thirty-five percent of those participating in the training did so voluntarily while 47 percent did so on an obligatory basis but also received some form of compensation. Eighteen percent were obligated to attend and received no compensation. (Table IV)

TABLE IV STRUCTURE (ATTENDANCE)

1.	Obligatory (with monetary reimbursement)	47%
2.	Voluntary	35%
3.	Obligatory (no monetary reimbursement)	18%
		100%

Incentives

Incentives for participants were offered by most programs, with 35 percent giving direct stipends to those attending. Another 20 percent received released time with pay from employment to attend and 21 percent

received academic credit. Twenty-four percent indicated that they received other forms of incentives, but either did not specify, or there was such a variety of responses that they cannot be categorized to any further extent. (Table V)

TABLE V INCENTIVES

1.	Stipend	35%
2.	Other (Unidentified or miscellaneous)	24%
3.	Academic credit	21%
4.	Paid time during work hours to attend	20%
		100%

For those receiving academic credit, 61 percent was regular college credit and 23 percent was in-service in character. Sixteen percent was directly associated with state teacher certification. (Table VI)

TABLE VI CREDIT

1.	College credit	61%
2.	In-service credit (salary schedule)	23%
3.	State teacher certification credit	16%
		100%

Special or Innovative Features

Efforts to discover what specific features might have made the programs

outstanding were inconclusive, with answers spread broadly among ten possible areas in a structured question. Most frequently listed items were teaching methods and techniques, use of curriculum materials and instructional aids, involvement of trainees in planning and/or learning process, and the curriculum content emphasis. Least frequently indicated were the evaluation process, physical facilities or location, and selection of participants.

Respondents indicated in every instance that their programs contained what they considered a number of special features, with some listing such features in every category. (Table VII)

TABLE VII SPECIAL FEATURES

1.	Teaching methods/techniques	13%
2.	Use of curriculum materials and/or instructional aids	12%
3.	Involvement of trainee in planning and/or learning process	11%
4.	Selection of staff (qualifications)	10%
5.	Curriculum content, emphasis	10%
6.	Community involvement; linkages with other programs/agencies/institutions	10%
7.	Type of learning activities	8%
8.	Other	8%
9.	Selection of participants	7%
10.	Physical facilities; location	6%
11.	Evaluation process, measuring instruments	5%
		100%

Goals and Objectives

Statements made by respondents indicating specific goals and objectives were interpreted for purposes of analysis to discover similarities. No objectives were stated in behaviorally measurable terms and some surveys failed altogether to report in this category. At the same time, several surveys indicated multiple outcomes desired.

Twenty-seven percent reported a primary objective which is characterized by the statement: "To make present teachers more cognizant of new trends, materials and ideas to aid them to be more effective." This is taken to relate essentially to methods, techniques and materials useful in ABE instruction.

A second category, staff development, comprising 21 percent of the responses, was represented by the statement: "[To enable participants] to differentiate and identify goals and problems of teaching adults as compared with children."

Sixteen percent of the reported objectives had to do with making teachers aware of the principles of adult learning and 18 percent made their objective no more specific than to identify it as ABE teacher training. Eleven percent indicated attention given to cultural awareness in regard to teaching ethnic minorities and the disadvantaged. (Table VIII)

TABLE VIII GOALS AND OBJECTIVES

1.	Instructional Improvement: "Make present teachers more cognizant of new trends, materials, and ideas to aid them to be more effective."	27%
2.	Staff Development: "Goals and problems in teaching adults as compared with children."	21%
3.	General ABE teacher training	18%
4.	Psychology of adult learning	16%
5.	Better understanding of culture	11%
6.	Informational orientation	3%
7.	Field research - evaluation	3%
8.	Prospective job opportunities	1%
		100%

Who Determined the Goals?

Staff influence in determining the goals and objectives of model programs was predominate, with 60 percent reporting that fact. In addition, in 16 percent of the surveys, the goals were reported as established by educational institutions or agencies including colleges and universitites, public schools, state education departments and the U. S. Office of Education. Only ten percent of the programs reported included students in helping to determine objectives, and another ten percent utilized advisory boards or committees. (Table IX)

TABLE IX WHO DETERMINED THE GOALS?

1.	Staff	60%
2.	Educational agencies and institutions	16%
3.	Students	10%
4.	Advisory committee	10%
5.	Other	4%
		100%

Program Administration and Responsibility

Colleges and universities were the primary purveyors of model programs, representing 36 of the 59 reporting in this category. Public schools and their adult education administration accounted for 19 programs, while U.S.O.E. was listed four times. (Table X)

TABLE X ADMINISTRATION AND COORDINATION

What agency or institution is primarily responsible for the training program?

1.	Colleges and Universities	54%
2.	Public Schools	28%
3.	Other	12%
4.	Federal agencies	6%
		100%

Major Problems

Coordination, cooperation and time were listed as the major problems,

but these were not encountered by a majority of those reporting. Thirteen responses indicated difficulty in coordinating field work and cooperation by agencies with whom practicum experience had been arranged. Ten programs complained of lack of time either for program development or implementation. Other problems were funding, limited resources, recruitment of participants, and staff turnover. (Table XI)

TABLE XI MAJOR PROBLEMS

1.	Coordination and cooperation	28%
2.	Time	22%
3.	Funding	16%
4.	Limited resources	16%
5.	Recruitment of participants	8%
6.	Teacher or staff turnover	4%
7.	Racism	2%
8.	Distance	2%
9.	Job opportunities after the training program	2%
		100%

Program Strengths

Highly motivated and actively involved participants were reported as the major strength in over one-third of the programs. Good leadership and flexibility of instruction were frequently mentioned, as was the resulting competence of participants following the training experience. (Table XII)

TABLE XII STRENGTHS OF THE PROGRAM

1.	Participant motivation	22%
2.	Flexibility of instruction	16%
3.	Good leadership	13%
4.	Developing competent ABE teachers	11%
5.	Responsiveness to students	9%
6.	Support from various sources - placement	9%
7.	Cooperation	8%
8.	Follow-up - field research - extension	7%
9.	Cohesiveness of group	4%
10.	Credit	1%
		100%

Program Weaknesses

Lack of time for planning, scheduling and instruction was the most frequently reported weakness (24 percent of responses). Other weaknesses were spread among a variety of categories, including lack of coordination and planning, funding, quality of instruction, communications and cooperation, and available facilities and materials. (Table XIII)

TABLE XIII WEAKNESSES OF THE PROGRAM

1.	Lack of time	24%
2.	Lack of coordination, planning	12%
3.	Funding - financial	12%
4.	Instructor problems	11%
5.	Communications	10%
6.	Resources	9%
7.	Recruiting	9%
8.	Volunteer basis - no monetary reimbursement	4%
9.	Too many participants	3%
10.	Teacher turnover	3%
11.	Distance	3%
		100%

Costs

Efforts to determine costs of training in terms of student output proved to be futile and highlighted a critical need for a uniform cost reporting system. Costs per participant were reported variously from $1.00 to $10,500. The range and variety of responses provided no insight into actual costs and are interpreted as indicating a lack of either concern or understanding of the means by which costs can and should be calculated.

Discussion

An analysis of response modes in this survey would suggest the following model program:

A local in-service training program in cooperation with a college or university, for experienced teachers, held in Region IV and conducted to make teachers more aware of new trends, materials and ideas to aid them to be more effective. With objectives determined by staff persons, the major focus would be devoted to the philosophy and principles of ABE. Students would attend by necessity but receive both stipends and college credit for participation. Most innovative features would have to do with teaching methods and techinques and the major problem would be coordination of field work with outside agencies. Highly motivated students would be the major strength of the program and lack of time for planning, scheduling and instruction its major weakness. Its cost could not be reasonably estimated.

The above profile is <u>not</u> intended to present guidelines for establishing a model program. Rather, it highlights the difficulties in devising such a plan based upon data which can be gathered by means of a survey instrument, since it obviously is not representative of any single program responding in this study. Teacher training programs meet a variety of descriptions and it is not readily obvious as to the specific characteristics essential to their success.

Some of the difficulty in determining components leading to effectiveness or success may be attributed to the problems of constructing an appropriate survey instrument and the need for reliable analysis of qualitative data.

It is suggested here, therefore, that the major contributions to success are possibly not so much a function of program components as qualities of a more subjective character.

Several factors do emerge as a result of the study:

1. There is a scarcity of clearly defined, well articulated and measurable objectives for programs as reported.
2. Success factors or components are not readily or easily identifiable and do not emerge from statements about the programs reported by respondents.
3. Content, format, location do not appear as major factors in success models.
4. Student incentives such as stipends, released time and college or in-service credit may be important.
5. Student motivation is a characteristic of substantial importance.
6. The quality and unique characteristics of the training staff appear to be possibly the most significant factor in the success or effectiveness of training programs, making a difference between outstanding, average, and ineffective programs which seem to have nearly identical components.
7. Students are not broadly involved in setting objectives or program implementation.
8. Colleges and universities are the major resource for program planning, staffing and implementation.

9. Sufficient time for program planning, development and instruction is a major problem brought on in part as a function of both the timing and amount of available funding.
10. Costs associated with benefits in terms of hours of instruction of the individual participant cannot be determined with the data available from respondents.

Recommendations

This section of the State of the Art report clearly indicates that a variety of approaches to teacher training perform in ways deemed to be successful. However, there is nothing to suggest that a program constructed along lines reported in the study might not just as readily be ineffective as is the likelihood of its being a succes. The failure of certin identifiable success-related characteristics to appear gives rise to the suggestion that the qualitative and subjective factors of implementation and instruction may be of primary importance, regardless of content, format, type of students or costs. Problems related to identifying and describing these factors are significant and beg further study.

In undertaking this Study, the project staff began to work under the basic assumption that more and better teacher training should produce more and better ABE teachers. Based on the results of the Study thus far, the validity of such an assumption now comes under question. There is a crucial need for further investigation into the qualities and characteristics of an effective ABE teacher, and the correlation between effectiveness in teaching and the kind and amount of training provided that teacher.

To pursue this further, the recommendation is made that a project should be funded to seek out those unique qualitative and subjective factors that bring effectiveness to structure and content of a training program. The development of criteria for such evaluation is seen as a major task, and a study team should be assembled and given sufficient time to address the problem in depth. The study might be addressed to such elements as the identification of values, factors of motivation and interpersonal competencies of staff. This would be a major contribution to effective implementation of the models for teacher training to be recommended at the conclusion of this project.

In regard to program development and implementation the following is recommended:

1. that objectives for programs be clearly defined in advance of planning and articulated in terms that are measurable.
2. that program evaluations be conducted to determine the degree to which objectives are achieved, providing a more significant definition of the term "success".
3. that students needs and involvement be given greater prominence in the planning and implementation of programs.
4. that colleges and universities, as the primary support and cooperation units, be given more substantial support and incentives to develop substantive and instructional resources to provide permanent and on-going contributions to teacher training programs and needs in the states and Regions.
5. that a uniform system of reporting for local programs be developed as a part of federal and state requirements for funding and that data be collected by a central unit for periodic analysis and dissemination.

SURVEY OF FEDERAL PROGRAMS

Five of the 25 national Federal programs containing adult education provisions responded in full or in part to the survey instrument. Cost factors were reviewed in Section II of this report while narrative summaries of the programs are provided herein.

Department of Health, Education and Welfare, Office of Education, Division of Manpower Development and Trainings (AMIDS)

The AMIDS program, emanating from centers in Oregon, California, Oklahoma, Michigan, Alabama, Rhode Island and Washington, D. C., provides staff development and developmental assistance programs to instructor, counselor and administrative personnel of public and private agencies involved in human resource development. Center staffs offer a wide range of curriculum to a growing audience numbering over 50,000 in 1970-71. Programs are provided without cost to participants and to programs sanctioned by the sponsoring Division. Other federal, state, local and private agencies can purchase Center services.

The most outstanding features are the scope of training content offerings and the flexibility of programs in meeting needs of diverse audience groups.

Department of Labor, Office of Program Development, Job Corps

Teacher training in support of Job Corps began in 1965 under a project arranged with the National Education Association (NEA). Its primary objectives were to introduce Job Corps methods and materials into the public school system

to help reduce the dropout rate and to train teachers in the use of these methods and materials. In 1969, a new project under the American Association of Colleges for Teacher Education (AACTE) moved into the preparation of teachers for work with disadvantaged youth. The program is a cooperative venture by DOL with the Departments of Interior and Agriculture.

Program content prepares instructors in the Job Corps approach to learning, programmed instruction and tutorial skills in content areas of reading, math, World of Work, language and study skills, high school equivalency (GED) and English as a Second Language.

Participants attend programs on an obligatory basis receiving stipends, released time and college credit as incentives. Costs of instituting the program in public schools have limited its acceptance and reduced the level of success in terms of the primary objective, that of reducing dropout rates.

Department of Justice, Law Enforcement Assistance Administration, Adult Basic Education in Corrections

The Department of Justice, contracting with 309 funds with the University of Hawaii, provides a series of regional institutes (ten scheduled January to May, 1972) dealing with ABE in correctional institutions. Institutes are of ten-day duration intended 1) to provide consultative assistance and guidance to participants in developing models of instruction systems for ABE in correctional settings, and 2) to give specialized training to participants in planning, operating and evaluating ABE programs in correctional settings. Institutions are expected to send teams composed of personnel such as teachers, trainers,

counselors, recreational staff and custodial staff. Participant costs are funded by supporting institutions and no stipends or allowances are paid from program funds.

Department of Health, Education and Welfare, Social and Rehabilitation Service, Administration on Aging

The Administration on Aging makes training grants to educational agencies which, in turn, train personnel and prepare training materials. All of the training is designed to prepare personnel to serve the older population. Included is the preparation of adult educators with competence in gerontology and training of teachers for universities, colleges and community colleges. While some of these persons may direct their interests toward adult basic education, such is not the primary intent of the program. Principal programs are in graduate education with specialization in gerontology and training grants for administration in the field of aging.

Department of Health, Education and Welfare, Social and Rehabilitation Service, U. S. Cuban Refugee Program

Funds allocated to the Cuban Refugee Program are used for teacher training in sub-contracting with cooperating universities in California, New Jersey and Florida. These in turn would be reported as local rather than national programs. One primary focus is to train Cuban bilingual teachers to serve as teachers of Spanish in American secondary schools.

DISCUSSION

This survey was designed to identify the various components of an ABE teacher training program. Naturally, responses will be more specific when dealing with a local, centralized program than with a federal agency which has a national scope and a wide range of activities. In order to get more complete and appropriate information from such agencies, a different type of survey instrument should be designed, one which takes into account the greater potential as well as the unique problems of planning and conducting training activities on a large scale.

RECOMMENDATIONS

After preliminary investigation of the utilization of ABE funds by federal agencies, it is recommended that an in-depth study be made of the training needs and the capabilities of these agencies to meet such needs. Additionally, there is a need to establish communication and coordinating systems among federal agencies which operate on a national level, in order to best utilize the existing funds to train teachers in the field of Adult Basic Education. If linkages are developed among these agencies, it is more likely that their combined efforts would far surpass present effectiveness in training.

APPENDIX I

LIST OF FEDERALLY FUNDED AGENCIES
SURVEYED FOR MODEL TRAINING PROGRAMS*

DEPARTMENT OF DEFENSE

Educational Planning and Development
Off-duty Educational Services for Military Personnel
Office of the Assistant Secretary of Defense

DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

A. Bureau of Adult, Vocational and Technical Education
U. S. Office of Education

1. Division of Manpower Development and Training
2. Division of Vocational and Technical Education

B. Social and Rehabilitation Service

1. Administration on Aging
(Older Americans Services Division)
2. Cuban Refugee Program
3. Division of Training and Manpower Development
4. Vocational Rehabilitation
(Rehabilitation Services Administration)

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Office of Community Planning and Management

DEPARTMENT OF THE INTERIOR: BUREAU OF INDIAN AFFAIRS

1. Adult Education/Community Development Staff
2. Division of Employment Assistance

DEPARTMENT OF JUSTICE

1. Naturalization Office
(Citizenship Education and Training)
2. Bureau of Prisons
(Correctional Services/Technical Assistance)

*All national offices located in Washington, D. C.

DEPARTMENT OF LABOR - MANPOWER ADMINISTRATION

1. Concentrated Employment Program
2. Job Corps
3. MDTA Institutional
4. On-the-Job Training
5. Operation Mainstream
6. Program Services Staff
7. Public Service Careers (New Careers)
8. Work Incentive Program

OFFICE OF ECONOMIC OPPORTUNITY

1. Community Action Programs
   (Adult Basic Education Division)
2. Indian Division
3. Migrant and Seasonal Farmworkers Division
4. Office of Program Development
   (Economic Employment Division)

VETERANS ADMINISTRATION

Veterans Educational Assistance - G.I. Bill
(Department of Veterans Benefits)

Appendix II-A

_____ State

_____ Date

STATE REPORT OF
TEACHER TRAINING ACTIVITY

1. What was the main focus or content of the training?
Check appropriate response(s).

____ ABE in Corrections
____ Administration; Supervision
____ Adult Learning
____ Concept and Development of ABE Program
____ Curriculum and/or Materials Development; Instructional Technology
____ English as a Second Language; Bilingual Education
____ Ethnic/Cultural Awareness
____ Guidance and Counseling
____ Individualizing Instruction
____ Job Orientation; Vocational Education
____ Leadership Development
____ Learning Centers
____ Literacy; Reading
____ New Teacher Orientation
____ Program Evaluation
____ Program Planning
____ Rural Education
____ Student Recruitment; Retention
____ Teaching the Disadvantaged
____ Team Teaching; Working with Paraprofessionals
____ Urban Education
____ Other (specify) _____
____ _____
____ _____

2. Total number of people trained _____.

3. Racial/Ethnic background of participants (indicate numbers in each category).

____ Asian American
____ Caucasian/White
____ Indian American
____ Negro/Black
____ Other (specify) _____
____ Spanish Surname
____ Cuban
____ Mexican American/Chicano
____ Puerto Rican
____ Other (specify) _____

_____ TOTAL (This total must balance with total in Question 2.)

4. Sex of participants (indicate numbers of each sex).

____ Female
____ Male
____ TOTAL (This total must balance with total in Question 2.)

5. Types of personnel trained (indicate numbers in each category).

____ Administrator; Supervisor
____ College/University Faculty
____ Guidance Counselor
____ Paraprofessional
____ State Department Personnel
____ Teacher (Experienced)
____ Teacher (New; inexperienced)
____ Teacher Trainer
____ Volunteer
____ Other (specify) _____

_____ TOTAL (This total must balance with total in Question 2.)

6. Total cost of training activity (do not include "in-kind" services.)

   $_____

7. Please indicate the amount of funds provided by each of the following agencies to support this training activity.

   $_____ State allocation
   $_____ State tax appropriation
   $_____ Other (see Question 8)
   $_____ TOTAL (Total must equal total in Question 6)

8. If you indicated in Question 7 that "other" funding agencies were involved, identify those agencies by name and write in the amount of money provided by each.

Agency	Amount
_____	$_____
_____	$_____
_____	$_____
_____	$_____

9. Was the training program conducted directly by the funding agency, or was it sub-contracted to other institution(s)? (Check appropriate box)

   [] Funding Agency
   [] Other Institution. If "other" is checked, identify which institution(s) conducted the training. _____
   _____
   _____

Appendix II-B

_____ Region

_____ Date

REGIONAL REPORT OF
TEACHER TRAINING ACTIVITY

1. What was the main focus or content of the training? Check appropriate response(s).

___ ABE in Corrections
___ Administration; Supervision
___ Adult Learning
___ Concept and Development of ABE Program
___ Curriculum and/or Materials Development; Instructional Technology
___ English as a Second Language; Bilingual Education
___ Ethnic/Cultural Awareness
___ Guidance and Counseling
___ Individualizing Instruction
___ Job Orientation; Vocational Education
___ Leadership Development
___ Learning Centers
___ Literacy; Reading
___ New Teacher Orientation
___ Program Evaluation
___ Program Planning
___ Rural Education
___ Student Recruitment; Retention
___ Teaching the Disadvantaged
___ Team Teaching; Working with Paraprofessionals
___ Urban Education
___ Other (specify) _____
___ _____
___ _____

2. Total number of people trained _____.

3. Racial/Ethnic background of participants (indicate numbers in each category).

___ Asian American
___ Caucasian/White
___ Indian American
___ Negro/Black
___ Other (specify) _____
___ Spanish Surname
___ Cuban
___ Mexican American/Chicano
___ Puerto Rican
___ Other (specify) _____

_____ TOTAL (This total must balance with total in Question 2.)

4. Sex of participants (indicate numbers of each sex).

___ Female
___ Male
___ TOTAL (This total must balance with total in Question 2.)

5. Types of personnel trained (indicate numbers in each category).

___ Administrator; Supervisor
___ College/University Faculty
___ Guidance Counselor
___ Paraprofessional
___ State Department Personnel
___ Teacher (Experienced)
___ Teacher (New; inexperienced)
___ Teacher Trainer
___ Volunteer
___ Other (specify) _____

_____ TOTAL (This total must balance with total in Question 2.)

6. Total cost of training activity (do not include "in-kind" services.)

$ _____

7. Please indicate the amount of funds provided by each of the following agencies to support this training activity.

$_____ Regional allocation
$_____ State allocation
$_____ State tax appropriation
$_____ Other (see Question 8)
$_____ TOTAL (This total must equal the total in Question 6)

8. If you indicated in Question 7 that "other" funding agencies were involved, identify those agencies by name and write in the amount of money provided by each.

Agency	Amount
_____	$_____
_____	$_____
_____	$_____
_____	$_____

9. Was the training program conducted directly by the funding agency, or was it sub-contracted to other institution(s)? (Check appropriate box)

[] Funding Agency
[] Other Institution. If "other" is checked, identify which institution(s) conducted the training. _____
_____
_____

Appendix II-C

_____ State

_____ Region

_____ Date

FEDERAL REPORT OF
TEACHER TRAINING ACTIVITY

1. What was the main focus or content of the training?
Check appropriate response(s).

____ ABE in Corrections
____ Administration; Supervision
____ Adult Learning
____ Concept and Development of ABE Program
____ Curriculum and/or Materials Development; Instructional Technology
____ English as a Second Language; Bilingual Education
____ Ethnic/Cultural Awareness
____ Guidance and Counseling
____ Individualizing Instruction
____ Job Orientation; Vocational Education
____ Leadership Development
____ Learning Centers
____ Literacy; Reading
____ New Teacher Orientation
____ Program Evaluation
____ Program Planning
____ Rural Education
____ Student Recruitment; Retention
____ Teaching the Disadvantaged
____ Team Teaching; Working with Paraprofessionals
____ Urban Education
____ Other (specify) _____
____ _____
____ _____

2. Total number of people trained _____.

3. Racial/Ethnic background of participants (indicate numbers in each category).

____ Asian American
____ Caucasian/White
____ Indian American
____ Negro/Black
____ Other (specify) _____
____ Spanish Surname
____ Cuban
____ Mexican American/Chicano
____ Puerto Rican
____ Other (specify) _____

____ TOTAL (This total must balance with total in Question 2.)

4. Sex of participants (indicate numbers of each sex).

____ Female
____ Male
____ TOTAL (This total must balance with total in Question 2.)

5. Types of personnel trained (indicate numbers in each category).

____ Administrator; Supervisor
____ College/University Faculty
____ Guidance Counselor
____ Paraprofessional
____ State Department Personnel
____ Teacher (Experienced)
____ Teacher (New; inexperienced)
____ Teacher Trainer
____ Volunteer
____ Other (specify) _____

____ TOTAL (This total must balance with total in Question 2.)

6. Total cost of training activity (do not include "in-kind" services.)

   $_____

7. Please indicate the amount of funds provided by each of the following agencies to support this training activity.

   $_____ Federal appropriation (309 funds)
   $_____ State allocation
   $_____ Other (see Question 8)
   $_____ TOTAL (This total must equal the total in Question 6)

8. If you indicated in Question 7 that "other" funding agencies were involved, identify those agencies by name and write in the amount of money provided by each.

Agency	Amount
_____	$_____
_____	$_____
_____	$_____
_____	$_____

9. Was the training program conducted directly by the funding agency, or was it sub-contracted to other institution(s)? (Check appropriate box)

   [] Funding Agency
   [] Other Institution. If "other" is checked, identify which institution(s) conducted the training. _____

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